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Financing of the United Nations peacekeeping forces in the Middle East: United Nations Interim Force in Lebanon

Financing of the United Nations Interim Force in Lebanon for the period from 1 July 2006 to 30 June 2007

Report of the Advisory Committee on Administrative and Budgetary Questions

(United States dollars)

Initial appropriation for 2006/07	93,526,200
Approved commitment authority for 2006/07	257,340,400
Total approved funding for 2006/07	350,866,600
Revised budget for 2006/07	522,753,200
Recommendation of the Advisory Committee for 2006/07	496,615,500

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the financing of the United Nations Interim Force in Lebanon (UNIFIL) for the period from 1 July 2006 to 30 June 2007 (A/61/766). During its consideration of the report, the Advisory Committee met with the Deputy Force Commander and other representatives of the Secretary-General, who provided additional information.

2. In its resolution 1701 (2006), the Security Council decided, in order to supplement and enhance the Force in numbers, equipment, mandate and scope of operations, to authorize an increase in the force strength of UNIFIL to a maximum of 15,000 troops. In the same resolution, the Council extended the mandate of the Force until 31 August 2007 and decided that, in addition to the mandate under resolutions 425 (1978) and 426 (1978), the mandate would include monitoring of the cessation of hostilities, accompanying and supporting the deployment of the

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Lebanese Armed Forces, as they deployed through southern Lebanon and assisting the Government of Lebanon in securing its borders and other entry points.

3. The report of the Secretary-General contains a revised budget for UNIFIL for the period from 1 July 2006 to 30 June 2007, which amounts to $522,753,200 for the maintenance and expansion of the mission. The budget provides for the phased deployment of 14,790 military contingent personnel, 406 international staff and 696 national staff, including 23 National officers. That budget supersedes the original budget for the same period contained in the report of the Secretary-General dated 3 January 2006 (A/60/642).

4. The General Assembly, by its resolution 60/278, appropriated the amount of $93,526,200 for the maintenance of UNIFIL for the period from 1 July 2006 to 30 June 2007, as well as an amount of $3,348,000 for the support account for peacekeeping operations and $705,400 for the United Nations Logistics Base at Brindisi, Italy. A request was submitted to the Advisory Committee on 14 August 2006 to enter into commitments in an amount not exceeding $50 million to meet the most immediate and essential preparatory steps for the expansion of UNIFIL, in particular the rapid deployment of additional troops and their equipment, pursuant to Security Council resolution 1701 (2006). The Committee concurred with the request.

5. The General Assembly, by its resolution 61/250, authorized the Secretary-General to enter into commitments in a total amount not exceeding $257,340,400 for the expansion of the Force for the period from 1 July 2006 to 31 March 2007, inclusive of the amount of $50 million previously authorized by the Advisory Committee under the terms of section IV of Assembly resolution 49/233 A and in addition to the amount of $97,579,600 already appropriated for the period from 1 July 2006 to 30 June 2007 under the terms of its resolution 60/278. By the same resolution, the Assembly decided to apportion among Member States the amount of $257,340,400.

II. Financial performance report for the period from 1 July 2005 to 30 June 2006

6. The Advisory Committee was informed that the preparation and submission of the performance report for UNIFIL for the period ended 30 June 2006 was delayed owing to the urgent and consecutive preparation of the Secretary-General's request for the financing of the Force for the period from 1 July 2006 to 31 March 2007 (A/61/588), which was considered during the main part of the sixty-first session of the General Assembly, and the new proposed budget for UNIFIL for the period from 1 July 2006 to 30 June 2007 (A/61/766). The Committee was informed that the performance report for UNIFIL for the period from 1 July 2005 to 30 June 2006 would be submitted in conjunction with the proposed budget for the Force for the period from 1 July 2007 to 30 June 2008.

III. Information on performance for the current period

7. Upon request, the Advisory Committee was provided with current and projected expenditures for the period from 1 July 2006 to 30 June 2007. Expenditure as at 5 March 2007 amounted to $227.4 million, including obligations of $170.1 million, or 74.8 per cent, and disbursements of $57.3 million, or 25.2 per cent. The total expenditure of $227.4 million represents about 65 per cent of the approved funding of $350.9 million for a financial period that is more than 90 per cent complete. The Committee notes that the expenditure of $295.3 million projected for the period from 6 March to 30 June 2007 corresponds precisely to the envisaged unencumbered balance of $295.3 million (see also para. 9 below). Information provided to the Committee on the deployment of personnel of UNIFIL as at 5 March 2007 is contained in annex I.

IV. Revised budget for the period from 1 July 2006 to 30 June 2007

8. The Advisory Committee notes that the proposed resource requirements of $522.8 million are linked to the Force's objectives through results-based-budgeting frameworks, grouped by the components operations and support. Proposed human resources are reported by component, with the exception of executive direction and management, which is attributed to the Force as a whole.

9. **The Advisory Committee recognizes that the expanded mandate of UNIFIL and its increased operations do require an increase in the mission's substantive and support components. Given the timing of the submission and consideration of the revised budget for UNIFIL for the period 2006/07, it is unlikely that the proposed staffing for the Force for that period could be put in place and associated operational costs could be fully utilized within the budget period that ends on 30 June 2007. The Committee was informed that less than 30 per cent ($61.1 million) of the total provision of $215.9 million for operational costs had been utilized as at 5 March. The Committee recommends a reduction of 5 per cent in the proposed budget for the period from 1 July 2006 to 30 June 2007. Should the appropriation prove insufficient, further requirements would be reported in the context of the performance report.**

10. **The Advisory Committee discerns a tendency in the proposed budget and other submissions to assert resource requirements and not fully explain or justify them. The Committee expects that the Secretary-General's proposals for 2007/08 will provide an analysis of the capacity required to undertake the Force's mandated activities. The Committee does not interpose, at this stage, objections to the proposed staffing structure of UNIFIL as a whole, subject to its specific observations and recommendations. It will revert to its consideration of the staffing structure of the Force in the context of its review of the budget for UNIFIL for the period 2007/08 and in the light of such additional information and clarifications as may be provided in response to requests contained in the report.**

A. Recommendations on staffing requirements

1. Regional Oversight Office and Conduct and Discipline Team

11. The Advisory Committee was not in a position to ascertain whether or not the risks and complexity of operations had been fully taken into account in estimating staffing requirements for the Regional Oversight Office of UNIFIL. The Committee recalls in this connection that the Board of Auditors, in its report on the accounts of United Nations peacekeeping operations for the period ended 30 June 2005,[1] observed that the allocation of resident auditors to missions was based only on expenditure levels, while such factors as the risks and complexity of operations were not fully considered when deploying resources. **The Committee trusts that staffing resources for the Regional Oversight Office of UNIFIL will be justified for the budget period 2007/08 on the basis of an analysis of the risks and complexity of operations**. In that context, it was informed that no personnel conduct issues had so far been raised at UNIFIL. **The Committee recommends that the staffing of the Conduct and Discipline Team be reviewed on the basis of workload. The Committee trusts that the next budget submission will provide the results of such a review**.

2. Strategic Military Cell

12. In connection with the Strategic Military Cell at United Nations Headquarters, which would comprise four positions funded under general temporary assistance (1 D-2, 1 D-1 and 2 General Service (Other level)) and 29 military staff officers, the Advisory Committee recalls its observation that the cost of providing backstopping requirements at Headquarters should not be charged, even temporarily, to the budgets of peacekeeping operations (see A/61/616, para. 13). The Committee also notes that the Secretary-General in his report to the Security Council stated that a military cell dedicated to UNIFIL would draw on the existing resources of the Military Division (S/2006/670, para. 39). The Committee observes a possible inconsistency between that report and the budget document (A/61/766).

3. Components: operations and support

13. A total of 61 posts, reflecting an increase of 36 international and 21 national posts, are proposed under component 1, operations. The proposed staffing requirements under component 2, support, include a total of 1,028 posts and 180 general temporary assistance positions (7 for the Conduct and Discipline Team and 173 interpreters for military contingents). This would involve an increase of 247 posts and 5 general temporary assistance positions in the category of international staff and 335 posts and 175 general temporary assistance positions in the category of national staff.

14. **In reviewing these proposals, the Advisory Committee notes that the support component provides for 247 Field Service posts. The Committee recalls its view on the need for greater use, where appropriate and feasible, of national staff in peacekeeping operations. In that context, it requests that a review be undertaken to see which functions currently proposed for Field Service staff**

[1] *Official Records of the General Assembly, Sixtieth Session, Supplement No. 5* and corrigendum (A/60/5 (Vol. II) and Corr.1), chap. II.

could appropriately be carried out by national staff. Moreover, the Committee recommends that a review be undertaken to see which functions proposed for international Professional staff could appropriately be carried out by national staff. The Committee expects that the results of these reviews will be reflected in the proposed budget for UNIFIL for 2007/08.

15. The Advisory Committee notes that each of the two liaison offices outside Naqoura would be supported by staff of the Finance Section for the purpose of approving and effecting disbursements for personnel in the sectors and in the liaison offices. **The Committee trusts that the budget for 2007/08 will provide detailed information on the support provided by staff of the Finance Section to personnel in the sectors and in the liaison offices.**

16. **The Advisory Committee finds it difficult to analyse the responsibilities of the sector administrative offices, as it is not clear how they relate to the administrative functions performed at the headquarters at Naqoura or to the support provided by staff of the Finance Section to personnel in the sectors and in the two liaison offices outside Naqoura (see para. 15). The Committee requests that this be clarified in the next budget for UNIFIL.**

B. Resource requirements

1. Military and police personnel

17. The estimated requirements of $265.7 million under military and police personnel provide for standard troop-cost reimbursement, deployment, rotation and repatriation travel of military contingent personnel, standard recreational and daily allowances, rations, reimbursement for contingent-owned equipment and related freight costs based on the phased deployment of 14,790 troops by 30 June 2007. The requirements include daily subsistence allowance for 29 military staff officers to be deployed at the Strategic Military Cell at Headquarters. Requirements are based on the actual deployment of military personnel from 1 July to 31 December 2006 and take into account a 5 per cent delayed deployment factor for the period from 1 January to 30 June 2007.

2. International personnel

18. The estimated requirements of $22.9 million under international staff would provide for a total of 406 international posts, comprising 119 previously approved posts and 287 additional posts (see A/61/766, para. 61). The estimate reflects a 20 per cent delayed recruitment factor for 119 posts previously authorized for the period from 1 July 2006 to 30 June 2007 and a 40 per cent delayed recruitment factor for 287 additional staff proposed for the period from 1 January to 30 June 2007.

3. National staff

19. The estimated cost of $18.2 million under national staff reflects requirements in respect of the proposed staffing of 696 national posts, comprising 339 previously approved posts and 357 additional posts. The resource requirements take into account the actual deployment of national staff for the period from 1 July to 31 December 2006 and their phased deployment for the period from 1 January to

30 June 2007. The estimate reflects a 10 per cent delayed recruitment factor for the 2 previously authorized National Officers, a 20 per cent delayed recruitment factor for the 337 national General Service posts previously approved for the period from 1 July 2006 to 30 June 2007 and a 40 per cent delayed recruitment factor in respect of 357 additional posts for the period from 1 January to 30 June 2007. The Advisory Committee recalls its view with regard to the grade level of national staff used in the computation of cost estimates (see A/61/616, para. 19), and notes that the proposed estimates are based on G-5/step V for national General Service posts and National Officer (Beirut)/step V for National Officers for the previously approved posts and G-4/step I for additional national General Service posts and National Officer (Beirut)/step I for additional National Officers.

4. General temporary assistance

20. As indicated in paragraph 67 of the budget submission, the estimated requirements of $3,972,800 under general temporary assistance reflect the cost of a total of 195 temporary positions, comprising 4 positions in the Strategic Military Cell at Headquarters, 7 positions for the Conduct and Discipline Team, 11 positions for the Regional Oversight Office and 173 positions for interpreters to support military contingents. The estimated requirements also include actual charges related to the deployment of up to 12 surge positions in the field for the period from 1 October to 31 December 2006. The Advisory Committee notes that except for the 4 positions in the Strategic Military Cell, a delayed recruitment factor of 40 per cent has been applied to the computation of costs for the 191 temporary positions.

5. Operating costs

21. A provision of $86.5 million is made under facilities and infrastructure for the expansion, relocation, construction, renovation and maintenance of the current UNIFIL headquarters in Naqoura, the construction of the Force's new headquarters in Tyre, 4 battalion headquarters and 20 new campsites, as well as the construction of water wells for 10 locations. Included in the total is the rental of office space in New York for the Strategic Military Cell (4 temporary civilian positions and 29 military staff officers).

22. The Advisory Committee recalls that in connection with the estimated requirements under facilities and infrastructure, it cautioned against both extensive and long-term construction projects in the area of operation of the Force and entering into commitments to rent office space that may not be required in future on the scale then foreseen (see A/61/616, para. 21). The Committee recommended that all suitable options be studied in cooperation with the Lebanese authorities. As indicated in the budget document, UNIFIL is engaged in discussions with the Lebanese authorities on those issues. **The Committee trusts that results of the discussions will be reflected in the budget for 2007/08.**

23. The estimated requirements of $16.8 million under ground transportation reflect the increase in the vehicle fleet from 699 to 822 vehicles, the replacement of old and/or damaged vehicles, the acquisition of additional vehicles and freight costs for the transfer of vehicles from other missions. The cost estimate also includes requirements for repairs and maintenance, liability insurance and petrol and diesel fuel, including a maximum of $750,000 for fuel requirements of the Lebanese Armed Forces.

24. As indicated in the budget document, the estimated cost of $53.1 million under naval transportation reflects requirements for naval operations to provide assistance to the Government of Lebanon in securing its coastal border. The Maritime Task Force of UNIFIL would comprise a naval fleet of 4 frigates, 10 patrol boats, 1 support ship and 1 fast-patrol boat/support ship provided by troop-contributing countries under letter-of-assist arrangements. The provision includes requirements for the operation of seven helicopters attached to the vessels of the Maritime Task Force. Upon enquiry, the Advisory Committee was informed that under the provisions of Security Council resolution 1701 (2006), the Government of Lebanon had requested UNIFIL assistance in monitoring and patrolling Lebanese territorial waters. As the Maritime Task Force was established on that basis, no supplement to the existing status-of-forces agreement was necessary.

25. The Advisory Committee was also provided upon request with the monthly rate for each naval vessel and the hourly rate for helicopters that are attached to the vessels of the Maritime Task Force. The monthly rates are as follows: frigate, $697,500; fleet supply ship, $381,300; fast-patrol boat/support ship, $291,400; fast-patrol boat, $220,100; corvette, $322,400. The helicopter rate is $1,500 per flight-hour for a maximum of 40 hours per month.

26. A provision of $211,400 is made for quick-impact projects, which are intended to address urgent needs for the rehabilitation of essential public infrastructure and services in southern Lebanon, including: (a) restoration and/or enhancement of power and water services; (b) repair of school buildings and provision of basic school furniture and/or materials; (c) repair and restoration of community shelters in villages; and (d) repair of hospitals and/or medical facilities and provision of basic medical equipment and supplies.

27. With regard to the request by the General Assembly that the Secretary-General further elaborate the rationale for and status of the exceptional measures for flexibility in the application of administrative processes, the Advisory Committee was provided, upon enquiry, with additional information on the matter, which is contained in annex II.

V. Conclusions

28. The actions to be taken by the General Assembly in connection with the financing of UNIFIL for the period from 1 July 2006 to 30 June 2007 are indicated in paragraph 87 of the budget document. **In view of its foregoing comments and observations, the Advisory Committee recommends that the estimated budget requirements be reduced from $522,753,200 to $496,615,500.**

Documentation

- Proposed budget for UNIFIL for the period from 1 July 2006 to 30 June 2007 (A/60/642 and Corr.1)
- Revised budget for UNIFIL for the period from 1 July 2006 to 30 June 2007 (A/61/766)
- Report of the Secretary-General on the financing of UNIFIL for the period from 1 July 2006 to 31 March 2007 (A/61/588)
- Report of the Advisory Committee on Administrative and Budgetary Questions on the financing of UNIFIL for the period from 1 July 2006 to 31 March 2007 (A/61/616)
- General Assembly resolutions 60/278 and 61/250 on the financing of UNIFIL
- Security Council resolutions 1614 (2005), 1655 (2006) and 1701 (2006)

Annex I

Deployment of United Nations Interim Force in Lebanon personnel, 2006/07

(As at 5 March 2007)

Category	Authorized/proposed	2006						2007						
		July	August	September	October	November	December	January	30 to 5 March	March	April	May	June	Average
Military personnel														
Military observers	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Staff officers	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Military contingents	15 000	1 989	2 219	5 435	9 247	10 887	10 955	12 128	13 200	13 210	13 210	13 210	14 790	10 040
Vacancy rate (percentage)		87	85	64	38	27	27	19	12	12	12	12	1	33
Total military personnel	**15 000**	**1 989**	**2 219**	**5 435**	**9 247**	**10 887**	**10 955**	**12 128**	**13 200**	**13 210**	**13 210**	**13 210**	**14 790**	**10 040**
Civilian personnel														
International staff														
Professional and above														
Under-Secretary-General	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Assistant Secretary-General	1	1	1	1	1	1	1	1	1	1	1	1	1	1
D-2	3							1	3	3	3	3	3	1
D-1	4	2	2	2	2	2	2	1	3	3	3	4	4	3
P-5	21	2	1	1	1	1	3	4	14	16	16	18	21	8
P-4	40	8	9	9	9	7	10	13	15	16	16	25	40	15
P-3	48	8	7	8	8	8	11	17	19	20	25	32	48	18
P-2/P-1	12	1	1	1	1	1	1	3	4	5	7	10	12	4
Subtotal	**129**	**22**	**21**	**22**	**22**	**20**	**28**	**40**	**59**	**64**	**71**	**93**	**129**	**49**
General Service and related														
Field Service	254	61	61	61	61	63	71	103	124	140	150	180	254	111
Principal level	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Other level	23	19	19	17	17	16	16	23	21	21	23	23	23	20
Security Service	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Subtotal	**277**	**80**	**80**	**78**	**78**	**79**	**87**	**126**	**145**	**161**	**173**	**203**	**277**	**131**

Category	Authorized proposed	2000						2001[a]						
		July	August	September	October	November	December	January	as at 5 March	March	April	May	June	Average
Total international staff	**406**	**102**	**101**	**100**	**100**	**99**	**115**	**166**	**204**	**225**	**244**	**296**	**406**	**180**
Vacancy rate (percentage)		75	75	75	75	76	72	59	50	45	40	27	—	56
National staff														
National Professional	23	2	2	2	2	2	2	2	2	2	6	10	23	5
Local General Service	673	303	299	299	301	305	304	307	306	400	425	450	673	364
Total national staff	**696**	**305**	**301**	**301**	**303**	**307**	**306**	**309**	**308**	**402**	**431**	**460**	**696**	**369**
Vacancy rate (percentage)		56	57	57	56	56	56	56	56	42	38	34	—	47
General temporary assistance[b]														
D-2	1	—	—	1	1	1	1	1	1	1	1	1	1	1
D-1	1	—	—	1	1	1	1	1	1	1	1	1	1	1
P-5	2	—	—	—	—	—	—	—	—	—	—	—	2	2
P-4	5	—	—	—	—	—	—	—	—	—	—	—	5	5
P-3	3	—	—	—	—	—	—	—	—	—	—	—	3	3
P-2/P-1	1	—	—	—	—	—	—	—	—	—	—	—	1	1
Field Service	1	—	—	—	—	—	—	—	—	—	—	—	1	1
General Service (Other level)	4	—	—	—	2	2	2	2	2	2	2	2	4	2
National Professional	1	—	—	—	—	—	—	—	—	—	—	—	1	—
Local General Service	176	—	—	—	—	—	—	—	—	100	150	173	176	149
Total general temporary assistance	**195**	—	—	**2**	**4**	**4**	**4**	**4**	**4**	**104**	**154**	**177**	**195**	**54**
Vacancy rate (percentage)		100	100	99	98	98	98	98	98	47	21	9	—	72
Total civilian personnel														
Actual	**1 297**	**407**	**402**	**403**	**407**	**410**	**425**	**479**	**516**	**731**	**829**	**933**	**1 297**	**603**
Vacancy rate (percentage)		69	69	69	69	68	67	63	60	44	36	28	—	54

[a] Includes Strategic Military Cell, Resident Oversight Office, Conduct and Discipline Team and interpreters.

Annex II

Flexibility in the application of administrative processes, United Nations Interim Force in Lebanon

Administrative process	*Application*
Waiver of the two-month notification process to all Member States for gratis personnel, as an exception to administrative instruction ST/AI/1999/6, to allow existing and potential UNIFIL troop-contributing countries to assist with the urgent need for military planners	Gratis personnel have not been utilized
Immediate reassignment of staff without advertisement of posts and with, as appropriate, existing delegation of authority, pending completion of the designation process under ST/SGB/2005/7	Forty-eight staff members were reassigned and offered appointments with UNIFIL from various peacekeeping missions. While those staff members were not selected against posts advertised specifically for UNIFIL, they were competitively selected from candidates from the generic vacancy announcements in the relevant occupational functions There is presently only one case in which the existing delegation of authority will be utilized pending completion of the designation process under ST/SGB/2005/7. This will be for the reassignment of the Chief, Integrated Support Services, who is coming from the same appointment in UNMIL
Relief from the present three-month limit on the temporary deployment of civilian staff	Seventeen staff members remained over the three-month limit, mainly in logistics areas (engineering, supply, communications and information technology and assets management)
Immediate increase in the "not-to-exceed" level of existing main commodities contracts (i.e., for fuel, rations, water and accommodation)	Utilized for rations until the new headquarters contract started on 1 November 2006, taking into consideration the increase in the not-to-exceed level
Increase in the procurement delegations of the mission to facilitate immediate sustainment and development of the Force	This provision has not been utilized. However, the mission placed contracts for inland transportation on a partial ex-post facto basis to ensure that the troops could be deployed without undue delay. This case is currently pending review by the Headquarters Committee on Contracts

Administrative procedure	Action taken
Deployment of troops in advance of a signed memorandum of understanding based on a broad agreement reached by the parties on the composition of the Force and the conditions under which it would be sustained in the mission area.	With the exception of troop-contributing countries existing prior to the conflict, all new troop-contributing countries have deployed troops in advance of signed memorandums of understanding. As at 28 February 2007, 6 memorandums of understanding had been signed, 4 were with permanent missions for signature, 7 were with permanent missions for review/clearance, 24 were in an advanced state of negotiations (including maritime units) and 3 were awaiting negotiation.
Use of general temporary assistance to establish additional planning capacity at Headquarters and in the field.	The approval of an additional 100 posts from general temporary assistance funds enabled the mission to expedite the recruitment of staff (up to 28 by 31 December 2006), which were placed against posts as at 1 January 2007 together with the candidates selected for the additional 72 positions. At Headquarters, 35 additional staff were recruited to provide additional capacity in the Department of Peacekeeping Operations to support the expansion of UNIFIL.
Entry into letters of assist with troop-contributing countries without competitive bidding and Headquarters Committee on Contracts approval, where the support required is immediate and the cost is assessed to be reasonable.	Draft copies of the letters of assist for the Maritime Task Force have been sent to the respective permanent missions for comment. Only two maritime contributors have responded, namely, Bulgaria and the Netherlands. Currently, 11 letters of assist are under negotiation.
Entry into letters of assist with non-UNIFIL troop-contributing countries for support to the national armed forces.	This provision has not been utilized.